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ABSTRACT

This annotated bibliography was compiled as a library research project at the University of Wisconsin at Milwaukee. Part I of the listing deals with decentralization as a structural feature of the local political system. Part II examines the process of local citizen participation. Parts III and IV focus on community control in the decentralization of education and the formation of community corporations. (DM)

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A BIBLIOGRAPHY ON DECENTRALIZATION

by

Margot Melrood

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FOREWORD

This bibliography was compiled as part of a library research project underwritten by the Institute of Governmental Affairs for the Department of Urban Affairs of the University of Wisconsin-Milwaukee. Because of the tremendous interest being evidenced in the subject of decentralization, the Institute is making this publication available for general distribution. It is hoped that community groups, community agencies engaged in research, and others in the academic community will find this work of special interest.

The bibliography is organized into four sections. The first deals with decentralization as a structural feature of the local political system. The second treats of citizen participation, generally in the local context. Parts III and IV focus on those substantive areas for which community control has been most widely discussed: education and community corporations.

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PART I:

DECENTRALIZATION OF GOVERNMENTAL STRUCTURE

Governmental Structure

Books

Altshuler, Alan A. Community Control: The Black Demand for Participation in Large American Cities. New York: Western Publishing Co., Inc., Pegasus, 1970.

Excellent, well-documented volume, the first of a series on Decentralization and the Urban Crisis. "After reviewing the main arguments for and against community control--and the available evidence in support of each--Mr. Altshuler examines the historic background of the community control movement... Topics considered include the definition of neighborhoods, mechanisms of political representation, finance, personnel, contracting and the potential federal role."

Bishop, Hillman,and Samuel Hendel, ed. Basic Issues of American Democracy. Fourth edition. New York: Appleton-Century-Crafts, 1961.

Includes discussion of the basis for democratic development, the role of the people and the merits and demerits of decentralized government--with some applications for local areas.

Connery, Robert H.,and Demetrios Caraley. Governing the City: Challenges and Options for New York. Proceedings of the Academy of Political Science. New York: Columbia University, 1969.

The following chapters are especially informative: "Bureaucrats and Organized Civil Servants" by Herbert Kaufman, "Educating the City's Children" by Patricia A. Graham, "Organizing Community Action" by Bertram M. Beck, "Planning Rationally for the City" by Henry Cohen, and "Goals of the Black Community" by Kenneth E. Marshall.

Fesler, James W. Area and Administration. University, Alabama: University of Alabama Press, 1949.

"...(A) discussion of problems of government in terms of their geographical setting. Professor Fesler analyzes the familiar conflict between specialization and generalization, between centralization and local autonomy, weighing the virtues of each and tracing the sources of the conflict."

Keyes, Langley Carleton, Jr. The Rehabilitation Planning Game: A Study in the Diversity of Neighborhood. Cambridge: The MIT Press, 1969.

Concerned that decentralization leads to fragmentation of decision-making. Concludes from study of cities involved in rehabilitation programs that the powers of the central city were already so diluted that local government could neither deliver nor self-correct its services. Last chapter is a statement of the implications to be drawn for Model Cities.

Governmental Structure

Books - 2

Lockard, Duane. The Politics of State and Local Government. New York: The MacMillan Co., 1963.

Balances usual emphasis on structural arrangements of government with an analysis of political practice. Chapter III, Decentralization and the Distribution of Powers Among Governments, states that an evaluation of present or proposed institutional arrangements requires a knowledge of the data plus an understanding of the reference values. Chapter IX describes the Characteristics of Municipal Politics.

Maass, Arthur, ed. Area and Power: A Theory of Local Government. Glencoe, Illinois: The Free Press, 1959.

A set of essays concerned with the interrelationships between functional and geographical separations of power. Introductory essay discusses the relation of areal divisions to capital divisions of power. Paul Ylvisaker suggests "Some Criteria for a 'Proper' Areal Division of Governmental Powers." Part II, "Applied Areal Analysis," and Part III, "The Areal Division of Powers in Political Thought," include essays by Robert Wood, Stephan Dupre and others.

Rabinovitz, Francine. City Politics and Planning. New York: Etherton Press, 1969.

A survey of major bands on the continuum of the "real world" of municipal politics. Describes patterns of decision-making as cohesive, executive-centered, competitive, and fragmented- and gives examples of communities where each pattern prevails.

Riemer, Neal. The Revival of Democratic Theory. New York: Appleton-Century-Crofts, 1962.

Stresses the need for political theory as a guide in the study of government "as it is" and "as it should be", Chapter I. Chapters IV-VI: Theories of accommodation, such as decentralization, must rest on the central values of our political democracy and be consistent with their underlying purposes.

Robinson, Mariana. "Health Centers and Community Needs." Governmental Reorganizations: Cases and Commentary. Edited by Frederick C. Mosher. New York: The Bobbs-Merrill Company, Inc., 1967.

A case study of administrative reorganization. Reviews Philadelphia's twelve-year effort to institute a system of district health centers with authority delegated from a central agency. A good analysis of the problems and obstacles to decentralization.

Governmental Structure

Books - 3

Sayre, Wallace S., and Herbert Kaufman. Governing New York City: Politics in the Metropolis. New York: W. W. Norton and Co., Inc., 1965.

Analysis of the political system of New York City with the "essence of its process" characterized as a contest. Part I gives a description of the setting, stakes and prizes of political action, and the participants and rules. Parts II and III explain the strategies of contestants.

Williams, Oliver P., and Charles Press, ed. Democracy in Urban America: Readings on Government and Politics. 2nd edition. Chicago: Rand McNally and Co., 1969.

Chapter III, Community Political Participation and Democracy, includes essays: "Political Consequences of Decentralized Administration" by de Tocqueville and "Individual Participation in Mass Society" by Scott Greer.

Governmental Structure

Periodicals

Alinsky, Saul. "The Professional Radical, 1970," Harper's Magazine, 24(January, 1970), 35-42.

States that effective organization is not based on geographic location, but on common interests. This theory has serious implications for the territorial assumptions underlying decentralization.

Babcock, Richard F., and Fred P. Bosselman. "Citizen Participation: A Suburban Suggestion for the Central City." Law and Contemporary Problems, 32(Spring, 1967), 220-231.

Proposes giving city neighborhoods the same powers now held by the suburbs in the area of enforcement and administration of housing, zoning, and building codes. Specifies which portions of these administrative areas could be decentralized to community Boards of Compliance and Appeal.

Fesler, James W. "Approaches to the Understanding of Decentralization." Journal of Politics, 27(1965), 536-566.

Combines public administration and political science viewpoints in an examination of four approaches to the study of decentralization. The four are: (1) Doctrinal, which creates confusion by linking decentralization with democracy; (2) Political, a study of the consequences of creating a new "majority" through new definitions of "the people"; (3) Administrative, a recognition of the inevitability of conflict between functional and areal divisions; and (4) Dual role, which exposes the strain between performance of traditional administrative functions and promotion of new programs of economic and social development.

Kaufman, Herbert. "Administrative Decentralization and Political Power." Public Administration Review, 29(January-February, 1969), 3-15.

States that pressure for structural change originates because of the shifts between three values: representativeness, politically neutral competence, and executive leadership. Demands for decentralization and clientele domination are a result of current emphasis on representative and leadership values.

Kristol, Irving. "Decentralization for What?" Public Interest, 11(Spring, 1968), 17-25.

Warns that the pitfall in decentralization is that it requires stronger, not weaker, centers of authority. The requisite structure will concentrate the presently diffused power, a fact which might have dangerous implications for certain areas, such as the South.

Periodicals - 2

Miller, S. M.,and Martin Rein. "Participation, Poverty and Administration." Public Administration Review, 29(1969), 15-25.
Preliminary exploration of problem of accountability and transfer of power when clients become constituents and privileges become rights.

Rustin, Bayard. "The Failure of Black Separatism." Harper's Magazine, 24(January, 1970), 25-34.
An attack on the idea of community control as a viable solution to poverty. Without guarantees of the necessary financial resources, the result is illusionary power of a provincial and conservative nature. Rustin feels that more could be achieved with metropolitan government, coalitions of blacks and whites, and large-scale economic and political structural changes.

Tollenaar, Kenneth C. "A Call for Invention." National Civic Review, 58(November, 1968), 457+.
Outlines the effects of participatory democracy on intergovernmental relations, particularly on local government units and functional autocracies. What distinguishes participatory democracy from mere citizen participation is that the former is primarily concerned with planning and administration of specific government programs at the local or neighborhood level. Thus it is a more relevant form of representative democracy.

Watson, W. B., E. A. T. Barth, and D. P. Hayes. "Metropolitan Decentralization Through Incorporation." Western Political Quarterly, 18(March, 1965), 198-206.
A study of five factors which influence the probability of passage of local suburban incorporation proposals. The factors are: (1) The degree of threat or advantage to the given local community that the proposal represents. (2) The strength and breadth of involvement of area residents. (3) The nature and resources of the leadership. (4) The organizational structure of the community. (5) The quality of the campaign.

Zweiback, Burton. "Democratic Theory and Community Control." Community Issues, March, 1969 .
Concise discussion of underlying assumptions of community control, an issue which has exposed our "crisis of values". Monograph also seeks to counter objections to decentralization.

Governmental Structure

Papers and Reports

Black, Guy. The Decentralization of Urban Government: A Systems Approach. Staff Discussion Paper 102, Program of Policy Studies in Science and Technology. Washington, D. C.: George Washington University, August, 1968.

Illustrates the way in which a systems approach can serve to allocate responsibility between area-based and functionally-based units of government, according to the objectives of the city as a whole. The picture that emerges "suggests that there are few functions of government that should be entirely centralized or decentralized by area."

Committee for Economic Development. Modernizing Local Government to Secure a Balanced Federalism. A Statement by the Research and Policy Committee of the Committee for Economic Development. Washington, D. C.: Government Printing Office, July, 1966.

Foresees continuation of drift toward "functional government," thereby increasing federal control over programs of local government. This trend serves to reduce pressure for modernizing local structure. Recommends a reconstruction of government, using varying scales which accord with reference values. Gives as example: suburbs to serve as scale for participation values, with councils of districts evolving from efficiency norms.

Committee for Economic Development. Reshaping Government in Metropolitan Areas. Prepared by the Research and Policy Committee of the Committee for Economic Development, 717 Fifth Avenue, New York, 10022. February, 1970.

Suggests guidelines for redesigning the present structure of government in metropolitan areas. Metropolitan trends are discussed and a two-level system, incorporating centralized and decentralized elements, is proposed.

Lipsky, Michael. "Radical Decentralization: A Response to American Planning Dilemmas." 2nd International Symposium on Regional Development. Madison: Institute for Research on Poverty, September, 1968.

Pamphlet defines radical decentralization as the placing of authority in the hands of those affected by its exercise in order to unite power, responsibility and impact. Summary of developments leading to, and dilemmas of, decentralization.

Governmental Structure

Government Documents

Advisory Commission on Intergovernmental Relations. Fiscal Balance in the American Federal System, Volume 2: Metropolitan Fiscal Disparities. Washington, D. C.: Government Printing Office, October, 1967.

An analysis of the fiscal disparities between local governments in metropolitan areas, including studies of eleven major cities. Recommendation #6 urges "state legislation authorizing large cities and county government in metropolitan areas to establish neighborhood sub-units of government with limited powers of taxation and of local self-government."

Advisory Commission on Intergovernmental Relations. New Proposals for 1969: Advisory Commission on Intergovernmental Relations State Legislative Program, Ninth Annual Report, M-39. Washington, D. C.: Government Printing Office, June, 1968.

Suggestions include: (1) A bill to remove restrictions on state participation in private undertakings, p. 515; and (2) state legislation authorizing creation of neighborhood sub-units of government, p. 803.

Advisory Commission on Intergovernmental Relations. State Legislative Program, (1970 cumulative). Washington, D. C.: Government Printing Office, August, 1969.

Proposal (in Sec. 31-58-00) for "neighborhood service area," sub-local governing units with delegated authority over neighborhood space-related functions and possessing limited taxing power.

National Advisory Council on Economic Opportunity. Continuity and Change in Anti-poverty Programs. (2nd Report) Washington, D. C.: Government Printing Office, March, 1969.

Recommends defining "what functions are to be controlled" and "control to what degree" when proposing decentralization. Federally assisted programs should be reviewed to determine how they contribute to or retard the concept of neighborhood decentralization.

National Advisory Council on Economic Opportunity. Decentralization to Neighborhoods: A Conceptual Analysis. An internal staff paper prepared for the use of the National Advisory Council on Economic Opportunity, 1016 Sixteenth Street, N.W., Washington, D. C., 20036. Fall, 1968.

"...An initial attempt to discuss what has been done toward decentralization, what the degrees of control could be by a neighborhood organization over public functions (illustrated by a hypothetical model), and the pros and cons of even moving toward the hypothetical model."

Governmental Structure

Government Documents - 2

National Commission on the Causes and Prevention of Violence. "The Responsiveness of Local Government," by Jon Ellertson. Law and Order Reconsidered. Report of the Task Force on Law and Law Enforcement to the National Commission on the Causes and Prevention of Violence. Washington, D. C.: Government Printing Office (no date).

Analyzes source of metropolitan consolidation and decentralization/community control movements. Identifies the essential factors in citizen participation as a sense of efficacy and a feeling of trust in the political system.

National Commission on Urban Problems. "Urban Services: Steps Toward Neighborhood Regeneration." Building the American City. Washington, D. C.: Government Printing Office, 1968.

Commission's second recommendation is for decentralizing municipal services into "neighborhood city halls" (in cities over 250,000). Considers, but rejects, delegations of power to neighborhood governments.

U. S. Congress. Joint Economic Committee. "Community Size: Forces, Implications and Solutions," by Werner Z. Hirsch. Urban America: Goals and Problems. Joint Economic Committee Print. Washington, D. C.: Government Printing Office, 1967.

Discussion on economies of scale suggests that a government unit serving 50,000-100,000 might be most efficient; beyond this, efficiency tends to decline. The research cited in support of decentralization is drawn from the literature on large-scale organizations which have experienced problems in communication, motivation and conflict resolution.

Governmental Structure

References and Bibliographies

Brock, Clifton. The Literature of Political Science: A Guide for Students, Librarians, and Teachers. New York: R. R. Bowber Company, 1969.

How to "get at" the various sources in the field of political science. Excellent road map.

Public Management Sources (PMS). Bureau of the Budget Library Publication.

Good general source, with annotated bibliography.

Rideout, E. Brock, and Sandra Najat. City School District Reorganization: An Annotated Bibliography. Toronto: The Ontario Institute for Studies in Education, 1967.

Items mostly drawn from American sources. Organized into five sections: (1) Centralization versus decentralization, (2) Local government, (3) Metropolitan organization, (4) Financing education, and (5) Administration of education. Although emphasis is on educational function, bibliography contains a great many references to central issues in the movement to reorganize metropolitan government.

Social Policy, a new magazine which "will report and analyze significant developments among the community control forces, the liberation movements, ...Social Policy will ask 'what is to be done' to secure basic structural changes in American policy?" The first issue (May/-June, 1970) contains articles by Maurice R. Berube, Marilyn Gittell and Preston Wilcox; an interview with Roy Innis on Health and Community Control; and at least two other articles which, by their titles, deal with the subject of community control.

PART II:

CITIZEN PARTICIPATION

Citizen Participation

Books

Brager, George A.,and Francis P. Purcell. Community Action Against Poverty. New Haven, Conn.: College University Press, 1967.

The articles in this volume discuss the New York City community project, Mobilization for Youth, the prototype for the national anti-poverty program. This demonstration project served as a means of bringing about change and as a way of involving citizens—as employees and board members. Describes new roles for the social worker, particularly that of client advocate. The sections dealing with the low-income paraprofessional are especially good.

Clark, Kenneth B. A Relevant War Against Poverty. New York: Hopkins, Harper and Row, 1969.

Basically a critique of OEO programs which advocate change as a theory but fail to implement it. Such programs ask the poor to assume middle class obligation without providing corollary social and economic assets. There is a need to develop new programs which will be compatible with the new theories regarding the problem of poverty.

Cloward, Richard A. "The War on Poverty—Are the Poor Left Out?" Poverty: Power and Politics. Edited by Chaim Isaac Waxman. New York: Grosset and Dunlap, 1968.

Contends that the winning of citizen representation on city-wide anti-poverty councils is an empty victory. Instead, groups of slum and ghetto residents organized to run own programs represent winners in a "real" contest: the battle for self-control.

Cunningham, James V. The Resurgent Neighborhood. Notre Dame, Indiana: Fides Publishers, Inc., 1965.

Describes four models of citizen participation for creating sound neighborhood communities out of "troubled living areas." Distributes models on continuum from neighborhood city halls to confrontation organizations.

Kramer, Ralph M. Participation of the Poor: Comparative Community Case Studies. Englewood, New Jersey: Prentice-Hall, Inc., 1969.

Excellent source. One of the most insightful and analytical books on the subject and one of the few based on comparative case studies. Examines modes of resident participation. Evaluates the Community Action Program in terms of its organizational approach, its future and alternatives.

Kravitz, Sanford. "The Community Action Program in Perspective," Power, Poverty and Urban Policy. Edited by Warner Bloomberg, Jr. and Henry J. Schmandt. Beverly Hills: Sage Publications, Inc., 1968.

"The consensus structure for policy-making" under the Community Action Program is described as a three-legged stool

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braced by (1) the political structure; (2) the social and civic organization structure; and (3) participation by the area residents. Given this arrangement, the delegation of authority from local government proved insufficient to deal with the large independent bureaucracies.

Marris, Peter, and Martin Rein. Dilemmas of Social Reform: Poverty and Community Action in the United States. New York: Atherton Press, 1967.

Excellent analysis of the opportunities and impediments to social reform in the United States. Based on case studies of programs under private and public sponsorship. Concludes with discussion of problem when there is no shared definition of term "community action."

Schaller, Lyle E. Community Organization: Conflict and Reconciliation. Nashville: Abingdon Press, 1966.

Contrasts cooperation with conflict theories of community organization. Provides historical explanation and critical comments on the "Alinsky school."

Turner, John B., ed. Neighborhood Organization for Community Action. New York: National Association of Social Workers, 1968.

Contains a selection of papers presented at a Conference on Citizen Self-Help Organizations. The papers and the participants' comments on them serve as penetrating analyses of the issues and difficulties involved in organizing low-income groups.

Citizen Participation

Periodicals

Arnstein, Sherry. "A Ladder of Citizen Participation." Journal of the American Institute of Planners, 34(September, 1968), 287-294.

Presents a typology of citizen participation in federal programs: manipulation and therapy are essentially "non-participation"; informing, consultation and placation are degrees of tokenism; and only partnership, delegated power or community control reach a level called "citizen power." Model Cities are non-participatory while neighborhood corporations are a form of citizen control.

Evaluating the War on Poverty: Annals of the American Academy of Political and Social Science, 385(September, 1969).

Definitions of participation are given in Lillian B. Rubin's article, "Maximum Feasible Participation: The Origins, Implications and Present Status," pp. 14-29. In "Community Action: Its Past and Future," Stanford Kravitz and Ferne K. Kolodner refer briefly to the Community Action Program and to the sources of support for the decentralization movement, pp. 30-40.

Hershey, Cary. "Strategies for Change." National Civic Review, 59(January, 1970), 15-20.

A discussion of participation, decentralization, and community control as strategies for effecting among the poor and non-white: (1) quantitative increases in earnings and qualitative improvements in standards of living; (2) more responsive government; and (3) an increase in the power of the individual to control his life and activities within his own community.

Levitan, Sar A. "Poverty is Here to Stay: Is OEO?" Poverty and Human Resources Abstracts, 4(No. 3, 1969), 15-21.

Lists accomplishments of OEO programs and cites need to improve or change model to encompass several major national commitments. However, in present form, anti-poverty agencies are not and could not become units of decentralized government.

Moynihan, Daniel P. "What is Community Action?" Public Interest, 5(Fall, 1966), 3-8.

Brief appraisal of the four definitions of the community action phase of the War on Poverty. Provides example of how helpful classification can be for understanding implications of a conflict in goals.

Verba, Sidney. "Democratic Participation." The Annals of the American Academy of Political and Social Science, 373(Sept., 1967), 53-78.

Defines then considers variations in participation, coalitions for effective participation and problems such as scale, technical complexity and inequalities in participation.

Citizen Participation

Government Documents

National Advisory Council on Economic Opportunity. Focus on Community Action. Washington, D. C.: Government Printing Office, March, 1968.

Pamphlet discusses the accomplishments and the changes in emphasis of the Community Action Program. Summary of its basic self-help philosophy. Also touches on problems of "earmarking" and of control at the local level.

National Commission on Urban Problems. Volume 4: New York and Pennsylvania Hearings. Washington, D. C.: Government Printing Office, 1967.

Includes report by Reverend Norman Eddy of Metro North (a church-sponsored neighborhood experiment in New York City). Eddy complains that the city is competing with existing neighborhood groups for control of local anti-poverty agencies.

U. S. Congress. Senate. Committee on Labor and Public Welfare. Examination of the War on Poverty Community Action Program: An Interpretive Analysis, by Howard W. Hallman. Subcommittee on Employment, Manpower and Poverty Print. Washington, D. C.: Government Printing Office, 1967.

Analyzes Community Action Program (pp. 897-915) as a new form of service program designed for individuals rather than families or groups. Commitment of Program is to increased service rather than power for the poor, a tendency often leading to the co-opting of existing grass-roots leadership. Report describes sequence of agencies' activities as: social action--controversy--retreat.

U. S. President's Committee on Juvenile Delinquency and Youth Crime. Bibliography on Community Organization for Citizen Participation in Voluntary Democratic Associations, by Richard H. P. Mendes. Washington, D. C.: Government Printing Office, June, 1965.

Invaluable source guide to field of community organization. The 750 entries are organized under the three main headings of "Community Organization as Technique," "Theoretical and Empirical Foundations" and "On Citizen Participation in Voluntary Democratic Associations." Each of the 40 sub-topic sections contains an excellent and informative introduction.

PART III:

COMMUNITY CONTROL/DECENTRALIZATION OF EDUCATION

Education

Books

Bendiner, Robert. The Politics of Schools: A Crisis in Self-Government. New York: Harper and Row, 1969.

Criticizes decentralization as a means whose ends are not derived from educational goals. Author sees local school boards as "least likely platforms" for power bases since these boards, in fact, have no authority.

Berube, Maurice R.,and Marilyn Gittell, ed. Confrontation at Ocean-Hill-Brownsville: The New York School Strikes of 1968. New York: Frederick A. Praeger, Publishers, 1969.

A collection of documents from the various parties involved in the New York City school strikes. Excerpts serve to highlight and contrast positions of the community leaders, the teachers' union, and the school board. Also includes articles presenting the pros and cons of school decentralization.

Campbell, Roald, Luvern L. Cunningham, and Roderick F. McPhee. The Organization and Control of American Schools. Columbus, Ohio: Charles E. Merrill Books, Inc., 1965.

Describes the role of each level of government and their interrelationships, and the share of power that each unit has in the educational function.

Chandler, B. J., Lindley J. Stiles, and John I. Kituse, ed. Education in Urban Society. New York: Dodd, Mead and Co., 1962.

Of interest here is Part Three which presents "Perspectives on Organizational Factors," with chapters on the proper involvement of education in government, the place of rationality in school administration, and the identification of intra-organizational problems of urban schools. Chapter VIII, "Decentralization within Urban School Systems," cites the failure to reassign authority when responsibility is delegated as the crucial factor blocking effective decentralization. Chapter XVI, "Urban Schools for the Future," suggests a "system-unit" type of organization based on private market models.

Fantini, Mario, Marilyn Gittell, and Richard Magat. Community Control and the Urban School. New York: Frederick A. Praeger, Publishers. To be published May, 1970.

Described in publisher's brochure as providing an historical examination of the failure of universal education. "Authors offer a persuasize case for community control of urban schools as a means of achieving the participation they consider to be an intrinsic part of the educational process."

Education

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Gittell, Marilyn. "Community Control of Education." Urban Riots: Violence and Social Change. Edited by Robert H. Connery. New York: Random House, 1969.

Indicts public school system politically as well as educationally. Community control is proposed as a means of reducing imbalance between professionalism and public participation, and of accomplishing needed social change. Feels that some of the resistance to the New York City experiment stems from an orientation to traditional reform concepts.

Gittell, Marilyn, ed. Educating an Urban Population. Beverly Hills, Calif.: Sage Publications, Inc., 1967.

Editor's article, "Decision-making in Schools: New York City, A Case Study," illuminates the sources and procedures of policy formulation in New York City's school system. Traces distribution of the powers of decision-making, and offers some hypotheses re: the implications for the system of specialization according to function. Article by Alan Rosenthal, "Pedagogues and Power: A Descriptive Survey," is a study of educational power relationships in five large cities (drawn from the perceptions of leaders of teachers' organizations). Profiles the strategies and objectives of the individual organizations.

Gittell, Marilyn. Participants and Participation: A Study of School Policy in New York. New York: Frederick A. Praeger, Publishers, 1966.

Includes chapters on the school as a political subsystem, the participants in school policy-making, and the educational environment. Following a diagnosis of the problem, it prescribes decentralization of the decision-making process to create a more open system, and suggests several approaches. Extensive bibliography provided.

Gittell, Marilyn,and T. Edward Hollander. Six Urban School Districts. A Comparative Study of Institutional Response. New York: Frederick A. Praeger, Publishers, 1968.

Probes fiscal and administrative operations of six large city school systems. Relates these inputs to system's capacity to change (innovation as "the output at the margin"). Of particular interest is Chapter IV which seeks to measure the degree of decentralization present in each school structure.

Goldberg, Gertrude S. "Intermediate School 201: An Educational Landmark." Education and the Urban Community. Edited by Maurice Hillson, Francisco Cordasco, and Francis P. Purcell. New York: American Books, 1969.

Outlines the theory, goals and advantages of community control.

Education

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Good discussion of proponent's view that: "only if power is viewed as the independent variable in regard to quality education, can one place any confidence in the segregated ghetto school."

Levin, Henry M., ed. Community Control of Schools. Washington, D. C.: The Brookings Institution, 1970.
Volume contains papers presented at Brookings Conference on the Community School. "Running through these essays is the theme that, although there is much to recommend a large measure of community control, any attempt to shift governance of schools to decentralized community boards must be accompanied by an enormous amount of foresight and planning if it is to succeed."

Levine, Naomi, and Richard Cohen. Ocean-Hill-Brownsville: A Case History of Schools in Crisis. New York: Popular Library, 1969.
Opens with chronology of events in Ocean-Hill-Brownsville decentralization experiment. Later sections: (1) compare participant proposals on issue of where power and responsibility should be located, and (2) assess long-range significance for other experiments in community control.

Lutz, Frank W., and Lawrence Iannaccone. Understanding Educational Organizations: A Field Study Approach. Columbus, Ohio: Charles E. Merrill Publishing Co., 1969.
Suggests methods of studying and assessing power in an educational system through an examination of its formal structure. This has its limitations, but the one major advantage is that it serves to identify the points where administrative decisions tend to be made--and thus where influence would be most directly felt.

Martin, Roscoe C. Government and the Suburban Schools. New York: Syracuse University Press, 1962.
Treats independent school district as a unit of government; reviews the implications of its independent structure, special orientation, and "nonpartisan" nature. The paradox: "the public schools, heralded by its champions as the cornerstone of democracy, reject the political world in which democratic institutions operate."

Rogers, David. 110 Livingston Street: Politics and Bureaucracy in the New York City School System. New York: Random House, 1968.
Evaluates the obstacles to innovation within the school system bureaucracy, and finds the primary barrier to be the bureaucracy's inability to develop flexible responses to the community's

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changing demands. Describes the New York City school system as "pathological," with traditions, structure and operations which subvert educational goals and inhibit accommodation to the changing needs of its clients.

Schrag, Peter. Village School Downtown: Politics and Education-A Boston Report. Boston: Beacon Press, 1967.

Argues for new structure which would combine central metropolitan organization with neighborhood subdistricts. Chapter VI, The Urban School, recommends shifting from "middle-class ideal" of integration to a concept of integrating education with community; change requires abandoning present machinery in order to perform new social function: urban education.

Toffler, Alvin, ed. The Schoolhouse in the City. New York: Frederick A. Praeger, Publishers, 1968.

Article by Mario D. Fantini and Richard Magat, "Decentralizing Urban School Systems," is an account of the circumstances leading to the Bundy Report (see Reports: Mayor's Advisory Panel, New York City, McGeorge Bundy, Chairman). Discusses main issues and criticisms of the Report. "The Community-Centered School" by Preston R. Wilcox begins with a plea for a shift in emphasis away from fostering accommodation to the system and toward a reshaping of the system itself through community control. His actual proposals, however, tend to center on using community school as an acculturation tool.

Education

Periodicals

"A Citizen's Review Board for Teachers." American Teacher, 51 (December, 1966), 8-10.

Includes observations on controversy at Intermediate School 201 in New York City by David Spencer (parent negotiator), Albert Shanker (union leader) and Alan Reitman (ACLU lawyer).

Berube, Maurice R. "Educational Achievement and Community Control." Community Issues, November, 1968.

This monograph is one of the few sources which discusses community control in terms of educational as well as political values. Also seeks to defend concept against the charge that it is a form of "separatism".

Featherstone, Richard L., and Frederick W. Hill. "Urban School Decentralization." American School and University, 41(1968) and 42(1969).

Five part article treats decentralization as a mechanism for reordering the structure in order to more closely reflect society's values. Part I, "The Bundy Report—What It Really Means," (October, 1968), 44-48; Part II, "Centralization versus Decentralization: Pros and Cons," (December, 1968), 56-59; Part III, "The Questions that Need to be Answered if Decentralization is to Succeed," (February, 1969), 30-32; Part IV, "Two Models for Decentralized Districts," (April, 1969), 46-48; Part V, "Model Three and Future Probabilities," (September, 1969), 62-66.

Gittell, Marilyn. "The Community School in the Nation." Community Issues, February, 1970.

Devotes the major portion of this monograph to a review of existing "community schools"—defined as those in which "particular stress is on parent participation in school governance combined with a strong orientation toward responsiveness to community needs." Appendix provides addresses of various private and public experiments in community control.

Gittell, Marilyn. "Urban School Reform in the 1970's." Education and Urban Society, 1(November, 1968), 9-20.

Thesis is that debate over local control is partly due to the challenge that it represents to traditional concepts of city reform. Decentralization is based on new assumptions regarding the expansion of alternatives through community involvement, and the belief that administrative reorganization alone cannot resolve basic school problems.

Education

Periodicals - 2

Gordon, Edmund W. "Decentralization and Educational Reform." IRCD Bulletin, 4(November, 1968), 1-5 and 5(January, 1969), 17-18.
Discusses reasons for decentralization, together with factors involved in the New York City experiment. Also, suggests four criteria for meaningful reform in education and the relationship of decentralization to these criteria. Contains selected bibliography.

Jones, Dorothy S. "The Issues at I. S. 201: A View from the Parent's Committee." Integrated Education, 23(October-November, 1966), 18-32.
These two memos from the Council of Church and Race serve as narratives for the events at Intermediate School 201. Included are portions of the proposals of the parents' group, the school board, and Kenneth Clark.

Magid, Alvin. "Organizational Character vs. Citizen Involvement: The New York City School Decentralization Controversy." The Urban and Social Change Review, 3(Fall, 1969), 10-13.
Sees present organizational model for New York as based on core values of professionalism and centralism. Also clarifies the distinction between decentralization and citizen involvement.

"School District Reorganization." School and Community, 55(January, 1969), 8-16.
Information in article is excerpted from Report of Missouri School District Reorganization Commission; summarizes proposed division of responsibility between regional and local school boards. Useful reference for those interested in seeing how theory of "two-level" reorganization is applied. (Includes some tables from Report.)

Smith, David Horton, and Richard F. McGrail. "Community Control of Schools: A Review of Issues and Options." The Urban and Social Change Review, 3(Fall, 1969), 2-9.
Operationalizes terms; presents pros and cons of decentralization with emphasis on implications of citizen involvement. Outlines some options for locating authority.

"Sounding Board: Four Major Figures Look at the Decentralization." New York Times Annual Education Review, January 9, 1969.
Review of the positions of Albert Shanker (teachers' union), Rhody McCoy (community administrator), and Mayor John Lindsay. Short description of various opponents and supporters of school decentralization.

Education

Periodicals - 3

Spier, Adele. "Two Bridges Model School District: A Profile." Community Issues, February, 1969.

Monograph describes this school district and the impact on it of the new interest groups formed as a result of the anti-poverty program. Gives background of district's experiment in decentralized control.

Steel, Lewis M. "Community Contro[illegible]nd the Courts." Community Issues, March, 1969.

A review of three court cases [illegible] New York involving the City school system and the experimental school district administrators. Illustrates the role the court can play in conflicts over shifts in educational authority.

Education

Papers and Reports

The Detroit Geographical Expedition and Institute. A Report to the Parents of Detroit on School Decentralization: Progress Report. December, 1969.

Criticizes Detroit School Board's decentralization plan on the basis of the "fact" that great numbers of black children would be placed under the "unsympathetic authority" of whites. Includes many maps, but little explanatory material.

Feld, Marcia Marker. A Basic Guide to the New York City School Budget Process. Queens College, Institute for Community Studies, (no date).

"Understanding and influencing the budget process is crucial to control of the school system." Therefore this monograph is valuable as an indication of the amount of detailed information needed. A discussion of the implications of the budgeting process for community participation occurs on pages 27-30.

Feldman, Sandra. Decentralization and the City Schools. New York League for Industrial Democracy, Occasional Paper #12 (no date).

While conceding some advantages, through greater responsiveness, states that there is a danger that community control of schools will institutionalize segregation. This staff member of UFT also lists other disadvantages.

Jencks, Christopher. "Education: Cultivating Greater Diversity." The Urban School Crisis: An Anthology of Essays. New York: League for Industrial Democracy, 1966.

Central theme of essays: Although educational institutions are increasingly influencing the social and psychological development of our children, and therefore their future, there are no alternatives offered in the present public school system. A deliberately heterogeneous system would expand opportunity, thereby introducing competition and choice.

Mayor's Advisory Panel on Decentralization of New York City Schools. Reconnection for Learning: A Community School System for New York City. Chairman, McGeorge Bundy. New York: Ford Foundation, 1967.

Recommends a federation of largely autonomous school districts, responsible for most of locally based educational functions, and a central agency responsible for citywide educational activities and supportive services to the school district. Details structure and elements of a community school system. Provides rationale for the proposed reassignment of powers and responsibilities.

Education

Papers and Reports - 2

National Federation of Settlements and Neighborhood Centers. Local Community Structure and Civic Participation. Report prepared for the National Commission on Urban Problems by the National Federation of Settlements and Neighborhood Centers, 72 East 11th Street, Chicago, Illinois, 60605. May, 1968.

The Appendix includes the following chapters: "The Good Community," which stresses that the concept of communities as places where citizens rather than consumers live is essential to promoting political values; and "The Rise of the Community Schools," a review of changing cycles in the history of public education.

A Sub-Systems Approach to the Problems of a Large City School System, An Application for a Title III Grant. Milwaukee Public Schools, March, 1968.

Proposal for administrative decentralization, delegating responsibility for area policy recommendations and coordination to area leaders and creating school advisory councils which would include parents.

Towards Creating a Model Urban School System: A Study of the Washington, D. C. Public Schools. A. Harry Passow, Study Director. New York: Columbia University Teachers College, September, 1967.

This large report on practices and improvements for D. C. schools includes a small section proposing Community Boards of Education. These Boards would be delegated responsibility for local operation, through limited authority over personnel, and consultative rights re: budgetary decisions. (pp. 10-12)

Women's City Club of New York. Performance and Promise: New York City's Local School Boards Revisited. May, 1966.

Studies operations of existing local boards and, among other recommendations, suggests that their present role be expanded through decentralization of New York City school system.

Education

References and Bibliographies

The Center Forum, 3(May 15, 1969).
Good bibliography on community control/decentralization (pp. 30-32), compiled by Dorothy Christiansen. Issue also contains articles on community control (couched in terms of economic issues), and lists the various activities of the Center for Urban Education which focus on the issue of decentralization.

"Ocean Hill-Brownsville and UFT Strike." Community, 1(February, 1969).
Contains bibliography on New York school decentralization experience, p. 6.

Wilcox, Preston. The Crisis Over Who Shall Control the Schools: A Bibliography. Afram Associates, Inc., 103 East 125th Street, New York, New York, December 27, 1968 (mimeo).
Compiled by one of the participants in the struggle for community control at I. S. 201. Sections: black position papers, selected published and/or unpublished statements, training materials, special sources and addresses of selected publishers. The last two sections would be helpful for those wishing to obtain additional information direct.

PART IV:

COMMUNITY CONTROL/COMMUNITY CORPORATIONS

Community Corporations

Books

Alperovitz, Gar. "Are Community Corporations the Answer?" Citizen Participation in Urban Development: Volume II - Cases and Programs. Edited by Hans B. C. Spiegel. Washington, D. C.: NTL Institute for Applied Behavioral Science, 1969.

"If the community corporation were not merely a conduit for outside funds--but instead were also a vigorous economic enterprise which purchased businesses--profits could be plowed back into the community for social services...(achieving) community control of economic development." Gives brief list of administrative or legislative changes necessary to facilitate such an approach.

"How Much Neighborhood Control?" Citizen Participation in Urban Development: Volume I - Concepts and Issues. Edited by Hans B. C. Spiegel. Washington, D. C.: NTL Institute for Applied Behavioral Science, 1968.

Portion of transcript from Hearings of Subcommittee on Urban Affairs. This portion of the dialogue between the Committee and Milton Kotler concerns the granting of legal authority, and a measure of control, to communities.

Kotler, Milton. Neighborhood Government: The Local Foundations of Political Life. Indianapolis: The Bobbs-Merrill Co., 1969.

Neighborhood corporations utilize the reality that the neighborhood is a political, not a social, unit. Author discusses various neighborhood theories with reference to his own experiences with a community group in Columbus, Ohio: the East Central Citizens' Organization (ECCO).

Rosenbloom, Richard S., and Robin Marris, ed. Social Innovations in the City: New Enterprises for Community Development. Cambridge: Harvard University Press, 1969.

Focus of articles is to explore organizational forms intended to carry out required tasks. Especially pertinent: Richard S. Rosenbloom's "Business, Technology and the Urban Crisis," which explains Urban Development Corporations; and H. Miller's "Community Organization in the Ghetto," a critique of ECCO (see Kotler citation above).

Community Corporations

Periodicals

"Community Development Corporations: A New Approach to the Poverty Problem." Harvard Law Review, 82(January, 1969), 644-667.
Examines the provisions of legislation establishing Community Development Corporations, revealing some of the limitations of the CDC concept.

Ferry, Wilbur H. "The Case for a New Federalism." Saturday Review, 51(June 15, 1968), 14-17.
Defines neighborhood corporation as a mechanism for accepting political obligation while enhancing political participation. Cites successful "corporate participation" experiments in Detroit (World Bank), Columbus, Ohio, and Bedford-Stuyvesant area.

Levitan, Sar A. "Community Self-Determination and Entrepreneurship: Their Promises and Limitations." Poverty and Human Resources Abstract, 4(January-February, 1969), 16-23.
Describes old attempts to involve business sector as centering on achievement of greater equity in ownership of capital; new concept is one of black entrepreneurship. Neighborhood ownership of ghetto enterprises seeks to provide not only profit--but control. Also provides outline of federal Community Self-Determination Bill.

Schwartz, Harry. "An Approach to the Problems of the American Urban Slum." Community Development, 15-16(1966), 245-256.
A discussion of neighborhood corporations in Columbus, Ohio, and on the lower East Side of New York City.

Sturdivant, Frederick D. "The Limits of Black Capitalism." Harvard Business Review, 47(January-February, 1969), 122-128.
Criticizes proposals for federally subsidized Community Development Corporations (as proposed by S.3876); they "smack of apartheid" and would only further isolate ghetto communities.

Wildavsky, Aaron. "The Empty-Head Blues: Black Rebellion and White Reaction." Public Interest, 11(Spring, 1968), 3-16.
Endorses neighborhood corporations as a political solution to some of the sources of racial conflict. Acknowledges that this would signal a return to an earlier pattern of local rule: namely, ward politics.

Community Corporations

Papers

The Information Exchange on Community Economic Development. Conference. Boston, Massachusetts. October 3-5, 1969. (xeroxed)

Materials from this Cambridge Institute-sponsored conference include a complete Directory of Participants, alphabetically listed, and a Directory of Community-based Economic Development Corporations and Cooperatives, listed by states. (Both provide addresses of existing community corporations.) A background monograph, Profiles of Participating Community Development Corporations, describes the structure and activities of thirty representative groups. Also included is a general bibliography on community corporations.

National Association for Community Development. An Urban Community Corporation Mode. Paper presented at the Community Action Seminars, November-December, 1968.

Presents a model (OMEGA) for a program of political advocacy and economic development to be combined with a comprehensive program of social services. Gives organizational format, suggested activities and sources of funding.

National Association for Community Development. The Community Corporation Concept. Paper presented at the Community Action Seminars, November-December, 1968.

Defines the terms community and community corporation. Suggests purposes and functions of community corporations as providing either a format for group bargaining or a mechanism for self-rule. Possible roles: a source of authority for program development and execution,or an agency responsible for economic development.

Wheaton, William L. C. "New Forms of Cooperative Action." American Society of Planning Officials, Planning. Selected papers from the Annual Planning Conference, 1968.

The "new forms" of cooperative action are extensions of public planning for private enterprises. Cites New York State's Act as one method of direct intervention at the neighborhood level. Refers also to other corporation experiments.

Community Corporations

Government Documents

New York State. Urban Development and Research Corporation Act, Urban Development Corporation Act, and Urban Development Guarantee Fund of New York Act. Statutes (1968), Chap. 173-177.

Creates state agency which, through its ability to issue bonds and notes, will encourage "maximum participation by the private sector of the economy" in governmental programs. Also amends existing laws which would impede implementation.

U. S. Congress. Joint Economic Committee. "Two Essays on the Neighborhood Corporation," by Milton Kotler. Urban America: Goals and Problems. Joint Economic Committee Print. Washington, D. C.: Government Printing Office, 1967.

Good basic source for understanding concept of neighborhood corporation. Currently the demand is for "the liberty to rule" and Kotler feels that self-rule, not vocational training and riot guns, is the relevant response. For the message of riots, the answer is neighborhood government.

U. S. Congress. Senate. Neighborhood Development Corporation Assistance Act. 90th Congress, 1st Session, Bill 1433, April 5, 1967.

Authorizes Office of Economic Opportunity to aid in developing neighborhood development corporations and to study and recommend necessary changes in federal laws. Recommends that HUD, with other Cabinet Secretaries, study how activities can be harmonized with aims of the bill.

U. S. Congress. Senate. Committee on Government Operation. The Federal Role in Urban Affairs. Hearings before the Subcommittee on Executive Reorganization of the Committee on Government Operations, 89th Congress, 2nd Session, 1967.

Testimony (in Part 9, pp. 260-275) by Milton Kotler concerning the organization and operation of ECCO (East Central Citizens' Organization) in Columbus, Ohio. Very informative on the actual operation of a neighborhood corporation. Also includes recommendations for changes in federal legislation to facilitate development of neighborhood corporations.

Community Corporations

References and Bibliographies

The Cambridge Institute, 56 Boylston Street, Cambridge, Mass. 02138.
Its Center for Community Economic Development is researching operational problems of Community Development Corporations. Also, see listing under The Information Exchange on Community Economic Development.